

**AN HISTORICAL REVIEW OF THE REHABILITATION
PROGRAM IN UTAH**

CARL EUGENE EBERT

UNIVERSITY OF UTAH LIBRARY

AN HISTORICAL REVIEW OF THE REHABILITATION
PROGRAM IN UTAH

by
Carl Eugene Ebert

A thesis submitted to the faculty of the
University of Utah in partial fulfillment of the requirements
for the degree of

Master of Science

Department of Educational Psychology

University of Utah

August 1975

UNIVERSITY OF UTAH GRADUATE SCHOOL

SUPERVISORY COMMITTEE APPROVAL

of a thesis submitted by

Carl Eugene Ebert

I have read this thesis and have found it to be of satisfactory quality for a master's degree.

August 4, 1975
Date

Cecil O. Samuelson
Chairman, Supervisory Committee

I have read this thesis and have found it to be of satisfactory quality for a master's degree.

August 4, 1975
Date

J. Blair Stone
Member, Supervisory Committee

I have read this thesis and have found it to be of satisfactory quality for a master's degree.

August 4, 1975
Date

James E. Cole
Member, Supervisory Committee

FINAL READING APPROVAL

To the Graduate Council of the University of Utah:

I have read the thesis of Carl Eugene Ebert in its final form and have found that (1) its format, citations, and bibliographic style are consistent and acceptable; (2) its illustrative materials including figures, tables, and charts are in place; and (3) the final manuscript is satisfactory to the Supervisory Committee and is ready for submission to the Graduate School.

8-13-75
Date


Cecil O. Samuelson
Member, Supervisory Committee

Approved for the Major Department


Claude W. Grant
Chairman/Dean

Approved for the Graduate Council


Sterling M. McMurrin
Dean of the Graduate School

ACKNOWLEDGEMENTS

The author expresses appreciation to the members of his Supervisory Committee, Dr. Cecil O. Samuelson, Dr. J. Blair Stone, and Dr. James E. Cole. Special appreciation is expressed to Dr. Samuelson Chairman of the Supervisory Committee, for his understanding and consideration toward the author and for his suggestions and guidance in the preparation of this thesis.

Appreciation is expressed to Ralph Gant of the Division of Rehabilitation Services for his help and suggestions. Appreciation is due everyone from many agencies, departments, and libraries who were so helpful in finding materials and to Carolyn Bennion for final typing.

The deepest appreciation must go to my wife for her help, encouragement, support, and her time spent in typing and editing the manuscript. The same thanks must go to my children who certainly paid a price for this thesis.

TABLE OF CONTENTS

	Page
ACKNOWLEDGEMENTS	iv
LIST OF TABLES	vi
LIST OF FIGURES	vii
ABSTRACT	viii
Chapter	
I. INTRODUCTION	1
II. REVIEW OF STATE AND FEDERAL LAWS AFFECTING REHABILITATION IN UTAH	4
III. REVIEW OF REHABILITATION REPORTS FOR UTAH	20
IV. SUMMARY, DISCUSSION, AND RECOMMENDATION	62
REFERENCES	66
VITA	68

LIST OF TABLES

Table	Page
1. Disability and Number of Cases Accepted During the Biennium. .	22
2. Training and Rehabilitation Provided Cases	23
3. Disability and Number of Cases Accepted During Biennium . . .	26
4. Caseload for the DRS 1968	41
5. Comparison of Consecutive Bienniums	45
6. Comparison of Caseloads 1968-1970	46
7. Rehabilitants Work Status At Referral and At Closure 1974. . .	53
8. Number of Successful Rehabilitation Closures Occurring Nation- ally and On a State Basis from 1921-1974	57
9. Yearly Expenditures for VR for State of Utah 1921-1974	59

LIST OF FIGURES

Figure	Page
1. A Ten Year Comparison of Those Rehabilitated to the Total Number Served	44
2. Utah DRS Offices 1974	47
3. Organizational Chart DRS, May, 1975	49
4. Comparison of Major Disabling Conditions, 1922 and 1974 . . .	58

ABSTRACT

The purpose of the study was to present a history of the rehabilitation program in Utah. It covers the national law that authorized federal-state participation in rehabilitation along with national laws modifying the program. The State Acceptance Act along with amendments is included.

The study contains extracts from reports highlighting the fifty-four year history of Utah Vocational Rehabilitation (1921-1975). It is intended that both the casual observer and the serious researcher will benefit from the study.

CHAPTER I

INTRODUCTION

Utah, like other states, recognized the need for a program of assistance to the handicapped. Efforts for the care of the handicapped individual generally were limited to family concern, church efforts, or government assistance programs most of which were inadequate depending upon individual circumstances. The real start of the program in Utah, as with most other states, depended upon recognition and reaction throughout the entire nation of the need for some form of service to the handicapped. This need seemed to culminate in 1920 with the passage of federal legislation sponsored by Senator Hoke Smith of Georgia and Representative Simon D. Fess of Ohio called the Smith-Fess Act. It became law June 2, 1920, with the signature of Woodrow Wilson and provided for the vocational rehabilitation (VR) of those persons disabled in industry or otherwise and through a program of rehabilitation to return them to civil employment. This act provided for VR of all persons who were vocationally handicapped by reason of a physical defect or infirmity, whether congenital or acquired by accident, injury, or disease, and who were or may be expected to be totally or partially incapacitated for remunerative occupation. This program was designed to be carried out in partnership with the states.

In drafting the act it was felt there were two vital needs in the nation with regards to rehabilitation. First, that of having all

states undertake this much needed form of service; second, that of having the states develop the work along uniform lines with respect to objectives and standards of good practice.

General characteristics of the National Act of 1920 established as a general policy that the nation as a whole should share with the states the common responsibility for rehabilitation of the disabled. But, it placed direct responsibility for carrying out the work with the states. The federal government participated with the states in promotion of VR because the program was essential to national welfare.

The federal government did not undertake the organization and immediate direction of rehabilitation; but it made financial contributions, served as a clearing house for experiences of the states, and made available to them the results of studies and investigations of rehabilitation along with allied work, provided advice and assistance in matters of organization and administration, and promoted the work generally.

Experience has proven the soundness of placing administrative responsibility with the states. This concept allows those needing services to receive them in the state in which they live and in which they will likely receive employment. The state administrators who exercise control are familiar with the particular problems of their own state.

Acceptance of the national act was optional with each state but grants of federal money were conditional. Acceptance by a state imposed upon it specific obligation to expend the allotments in accordance with provisions of the act.

In order to receive Federal Benefits a State must through legislation accept the provisions of the national act by: (1) Empowering and directing its State Board for Vocational Education to cooperate with the Federal Agency in the administration of the act; (2) Providing a plan of cooperation between its Workmen's Compensation Board, where such an organization exists, and the State Board for Vocational Education; (3) Providing for supervision and support of its rehabilitation work; and (4) Appointing its State Treasurer custodian of the Federal allotments.

The Federal money allotted to the States must be expended upon the conditions: (1) That it be matched by expenditures from State funds; (2) That the State Board for Vocational Education submit annually to the Federal Board for approval a plan for carrying on the State program; (3) That the State Board make an annual report to the Federal Office of Education on the State work and on the expenditure of Federal funds and of State funds used to match Federal funds; (4) That Federal and State matching money be not expended for purchase, erection, or repair of buildings or equipment, or for purchase or rental of lands; and, (5) That the rehabilitation service of the State shall be available to civil employees of the United States disabled while in the performance of their duties. (Vocational Education Bulletin No. 190, p. 16)

The cooperative agreement between the federal government and a particular state was not binding nor uniform for any other state and the federal government.

CHAPTER II

REVIEW OF STATE AND FEDERAL LAWS AFFECTING REHABILITATION IN UTAH

Utah was quick to pass enabling legislation to comply with the provisions of the Smith-Fess Act. Utah was one of the first five states to initiate a federal-state program of VR along with North Carolina, Nevada, Rhode Island, and Georgia (Statistical History, Federal-State Program of VR, 1920-1969, p. 20).

The following excerpts from minutes of the Utah State Board of Education provides some of the earliest history regarding the origin of the state-federal rehabilitation services in Utah:

Upon the motion of Henry Barker a state plan recommended by the Division of Vocational Education and the State Industrial Commission and approved by the State Superintendent, providing for cooperation with the Federal Board for Vocational Education in the provisions of the Federal Vocational Rehabilitation Act was adopted by the Board. (Minutes of October 5, 1920, p. 359)

Upon motion of Henry Barker the chairman was authorized to request in behalf of the Board the necessary legislative appropriation to assure to the state benefits of the federal law relating to the rehabilitation of persons injured in industry. (Minutes of January 3, 1921, p. 362)

On the basis of the acceptance Act, passed by the legislature in 1921, Utah took its first official step into the VR program. The passage of this act merely provided authority for the state to cooperate with the federal program and to participate in grant-in-aid financial funding.

An Act to accept the benefits of an Act passed by the senate and house of representatives of the United States of America in congress assembled to provide for the promotion of vocational rehabilitation of persons disabled in industry or otherwise and their return to civil employment, approved June 2, 1920.

Be it enacted by the Legislature of the State of Utah:

Section 1. Acceptance of congressional act. The state of Utah does hereby through its legislative authority accept the provisions and benefits of the act of Congress entitled "An Act to provide for the promotion of vocational rehabilitation of persons disabled in industry or otherwise and their return to civil employment," approved June 2, 1920.

Section 2. Custodian of fund. The state treasurer is hereby designated and appointed custodian of all moneys received by the state from appropriations made by the congress of the United States for vocational rehabilitation of persons disabled in industry or otherwise and is authorized to receive and provide for the proper custody of the same and to make disbursements therefrom upon orders authorized by the state board for vocational education and approved by the state board of examiners.

Section 3. Board of education to co-operate with federal board--vocational training--disburse funds. The state board of education heretofore designated as the state board for vocational education in the administration of provisions of the vocational education Act, approved February 23, 1917, is hereby designated as the state board for the purpose of co-operating with the said federal board in carrying out the provisions and purposes of said federal act providing for the rehabilitation of persons disabled in industry or otherwise and is empowered and directed to cooperate with said federal board in the administration of said act of congress; to prescribe and provide such courses of vocational training as may be necessary for the vocational rehabilitation of persons injured in industry or otherwise and provide for the supervision of such training and to appoint such assistance as may be necessary to administer this Act and said act of congress in this state; to fix the compensation of such assistants and to direct the disbursement and administer the use of all funds provided by the federal government and the state of Utah for the vocational rehabilitation of such persons.

Section 4. Board for vocational education and state industrial commission to formulate plan. It shall be the duty of the state board for vocational education and the state industrial commission to formulate a plan of cooperation in accordance with the provisions of this Act and said act of congress, such plan to become effective when approved by the governor of this state.

Section 5. May receive gifts--money goes to state treasury as permanent fund--expenses--report. The state board of vocational education is hereby authorized and empowered to receive

such gifts and donations either from public or private sources as may be offered unconditionally or under such conditions related to the vocational rehabilitation of persons disabled in industry or otherwise as in the judgment of the state board are proper and consistent with the provisions of this Act. All the moneys received as gifts or donations shall be deposited in the state treasury and shall constitute a permanent fund which may be invested in such securities as may be approved by the state board of examiners, such fund to be called the special fund for said board to defray the expenses of vocational rehabilitation in special cases including payment of necessary expenses of persons undergoing training. A full report of all gifts and donations offered and accepted together with the names of the donors and the respective amounts contributed by each and all disbursements therefrom shall be submitted annually to the governor of the state and to the governor and legislature biennially by the state board.

Section 6. Vocational education board to report. The state board for vocational education shall make to the governor annually and to the governor and legislature biennially a report of all moneys expended for the vocational rehabilitation of persons disabled in industry or otherwise, both from state and federal funds and shall include such biennial report in the biennial report of the state board of education.

Section 7. This Act shall take effect June 30, 1921.

Approved February 23, 1921. (Laws of Utah, Chapter 97, House Bill No. 22)

Initially the act provided for funding on the basis of 50% from state funds matched by 50% from federal funds.

The program operated well in Utah under this Acceptance Act with only one amendment occurring February 10, 1955, affecting Section 1. The amendment renewed its agreement of acceptance and cooperation with the federal government and better defined the states administration of rehabilitation.

An Act Amending Section 53-17-1, Utah Code Annotated 1953, Providing for the Acceptance By the State of Federal Statutes Relating to Vocational Rehabilitation and Authorizing the State Board for Vocational Education to Enter Into Cooperative Agreements With the Federal Government to Carry Out the Vocational Rehabilitation Program.

Be it enacted by the Legislature of the State of Utah:

Section 1. Section Amended. Section 53-17-1, Utah Code Annotated 1953, is amended to read:

53-17-1. Acceptance of Provision of Congressional Act-- Cooperation of State Board for Vocational Education. The state of Utah hereby renews its acceptance of the provisions and benefits of the Act of Congress entitled "An act to provide for the promotion of vocational rehabilitation of persons disabled in industry or otherwise and their return to civil employment," approved June 2, 1920, as amended by P. L. 118, 78th Congress and as further amended by P. L. 565, 83rd Congress.

The State Board for Vocational Education which administers this act through the Division of Vocational Rehabilitation, shall cooperate, pursuant to agreements, with the Federal Government in carrying out the purposes of any Federal statutes pertaining to the purposes of this Act and is authorized to adopt such methods of administration as are necessary for the proper and efficient operation of such agreements and to comply with such conditions as may be necessary to secure the full benefits of such Federal statutes.

Approved February 28, 1955. (Laws of Utah, Chapter 97, S. B. No. 56)

In 1957 the state repealed sections 1 thru 6 of the enabling Act (which constituted the entire Act). In the same year a new Vocational Rehabilitation Act was passed as Senate Bill 34 in the State Legislature of 1957, known as the Utah Vocational Rehabilitation Act. This state act has served as an essential agreement with federal legislation up to the present time.

53-17-1 to 53-17-6. Repealed.

53-17-7. Short title.--This act shall be known and may be cited as the "Vocational Rehabilitation Act."

53-17-8. Acceptance of congressional act--Public policy--Objectives--Liberal construction.--The Utah legislature finds and declares that:

1. The state of Utah renews its acceptance of the provisions and benefits of the Act of Congress entitled "An Act to provide for the promotion of vocational rehabilitation of persons disabled in industry or otherwise and their return to civil employment," approved June 2, 1920, as amended by P. L. 113, 78th Congress and as further amended by P. L. 565, 83rd Congress.

The state board for vocational education, which administers this act through the division of vocational rehabilitation, shall co-operate, pursuant to agreements, with the federal government in carrying out the purposes of any federal statutes pertaining to the purposes of this act and is authorized to adopt such methods of administration as are necessary for the proper and efficient operation of such agreements and to comply

with such conditions as may be necessary to secure the full benefits of such federal statutes.

2. It is the public policy of this state to encourage and assist physically and mentally handicapped persons to achieve the maximum degree of selfcare and to prepare for and engage in remunerative employment to the maximum extent of their capabilities, thereby increasing not only their social and economic well-being, but also enhancing the effective human resources and productive capacity of the state.

3. The objectives of this policy can be achieved most effectively by the establishment of such services and programs upon a firm and adequate legal basis in the laws of the state.

4. This act shall be construed as liberally as possible in order to carry out this purpose.

53-17-9. Definitions.--As used in this act:

1. "State board" means the state board of education in its capacity as the state board for vocational education;

2. "Division" means the division of vocational rehabilitation;

3. "Director" means the director of the division of vocational rehabilitation;

4. "Handicapped individual" means any individual who is under a physical or mental disability which constitutes a substantial handicap to employment, but which is of such a nature that vocational rehabilitation services may reasonably be expected to render him fit to engage in a remunerative occupation;

5. "Individual who is under a physical or mental disability" means an individual who has a physical or mental condition which materially limits, contributes to limiting or, if not corrected, will probably result in limiting his activities or functioning;

6. "Vocational rehabilitation services" means any goods and services necessary to render a handicapped individual fit to engage in a remunerative occupation, including: (1) diagnostic and related services (including transportation) required for the determination of eligibility for service and of the nature and scope of the services to be provided; (2) counseling and guidance; (3) placement; (4) acquisition of vending stands or other equipment, and initial stocks and supplies for small business enterprises conducted by severely handicapped individuals under the supervision of the director; (5) physical restoration services; (6) training; (7) books and training materials; (8) maintenance; (9) tools, equipment, initial stocks and supplies, including equipment and initial stocks and supplies for vending stands; (10) transportation not included under item (1) of this subsection; (11) occupational licenses; and (12) other goods and services necessary to render a handicapped individual fit to engage in a remunerative occupation.

7. "Workshop" means a place where any manufacture or handiwork is carried on, and which is operated for the primary purpose

of providing remunerative employment to severely handicapped individuals (1) as an interim step in the rehabilitation process for those who cannot be readily absorbed in the competitive labor market; or (2) during such time as employment opportunities for them in the competitive labor market do not exist.

53-17-10. Division of vocational rehabilitation.--There is established in the state board, a division of vocational rehabilitation.

53-17-11. Administration of division--Director--Powers and duties of director.--The division shall be administered, under the general supervision and direction of the state board, acting through its executive officer, by a director appointed by such state board in accordance with established personnel standards and on the basis of his education, training, experience, and demonstrated ability. In carrying out his duties under this act, the director

1. shall, with the approval of the state board, make regulations governing personnel standards, the protection of records and confidential information, the manner and form of filing applications, eligibility, and investigation and determination thereof, for vocational rehabilitation services, procedures for fair hearings, the establishment and operation of rehabilitation facilities and workshops, and such other regulations as he finds necessary to carry out the purposes of this act;

2. shall, with the approval of the state board, establish appropriate subordinate administrative units within the division;

3. shall, with the approval of the state board, appoint such personnel as he deems necessary for the efficient performance of the functions of the division;

4. shall prepare and submit to the state board biennial reports of activities and expenditures and, prior to each regular session of the legislature, estimates of sums required for carrying out this act and estimates of the amounts to be made available for this purpose from all sources;

5. shall make certification for disbursement, in accordance with regulations, of funds available for carrying out the purposes of this act;

6. shall, with the approval of the state board, take such other action as he deems necessary or appropriate to carry out the purposes of this act;

7. may, with the approval of the state board, delegate to any officer or employee of the division such of his powers and duties, except the making of regulations and the appointment of personnel, as he finds necessary to carry out the purposes of this act.

53-17-12. Powers and authority of division.--Except as otherwise provided by law, the state board, through the division shall provide the services authorized by this act to handicapped individuals determined by the director to be eligible therefor and, in carrying out the purposes of this act, the division is

authorized, among other things;

1. to co-operate with other departments, agencies and institutions, both public and private, in providing the services authorized by this act to handicapped individuals, in studying the problems involved therein, and in establishing, developing and providing, in conformity with the purposes of this act, such programs, facilities and services as may be necessary or desirable.

2. may establish and operate rehabilitation facilities and workshops and make grants to public and other nonprofit organizations for such purposes;

3. may supervise the operation of vending stands and other small businesses established pursuant to this act to be conducted by severely handicapped individuals;

4. may make studies, investigations, demonstrations and reports, and provide training and instruction (including the establishment and maintenance of such research fellowships and traineeships with such stipends and allowances as may be deemed necessary) in matters relating to vocational rehabilitation.

53-17-13. Co-operation with federal government.--Performing functions and services for federal government.--1. The state board, through the division, shall co-operate with the federal government in carrying out the purposes of any federal statutes pertaining to the purposes of this act including the licensing of blind persons to operate vending stands on federal property and is authorized to adopt such methods of administration as are found by the federal government to be necessary for the proper and efficient operation of such agreements and to comply with such conditions as may be necessary to secure the full benefits of such federal statutes;

2. Upon designation by the governor, the state board may perform functions and services for the federal government relating to individuals under a physical or mental disability, in addition to those provided in sub-section 1, hereof.

53-17-14. Funds--State treasurer as custodian.--The state treasurer is hereby designated as the custodian of all funds received from the federal government for the purpose of carrying out any federal statutes pertaining to the vocational rehabilitation or any agreements authorized by this act. The state treasurer shall make disbursements from such funds and from all state funds available for such purposes upon certification in the manner provided in section 53-17-11 (5).

53-17-15. Authority to accept gifts.--The director is hereby authorized and empowered, with the approval of the state board, to accept and use gifts made unconditionally by will or otherwise for carrying out the purposes of this act. Gifts made under such conditions as in the judgment of the state board are proper and consistent with the provisions of this act may be so accepted and shall be held, invested, reinvested and used in accordance with the conditions of the gift.

53-17-16. Services--How provided--Inability to provide for all--Selection.--1. Vocational rehabilitation services shall

be provided directly or through public or private instrumentalities to any handicapped individual who is a resident of the state at the time of filing his application therefor and whose vocational rehabilitation, the director determines after full investigation, can be satisfactorily achieved. However, those vocational rehabilitation services enumerated in section 53-17-9 (6), items (5) through (12) inclusive, shall be provided at public cost only to those handicapped individuals who are found by the director to require financial assistance with respect thereto;

2. In case vocational rehabilitation services cannot be provided all eligible handicapped individuals who apply for such services, the director shall provide by regulation for determining the order to be followed in selecting those to whom such services will be provided.

53-17-17. Right to maintenance not transferable or assignable. The right of an individual to maintenance under this act shall not be transferable or assignable at law or in equity.

53-17-18. Right of individual to hearing by state board.--Any individual applying for or receiving vocational rehabilitation or any other services authorized by this act who is aggrieved by any action or inaction of the division shall be entitled, in accordance with regulations, to a fair hearing by the state board.

53-17-19. Prohibited use of names and information obtained through performance of duties.--It shall be unlawful, except for purposes directly connected with the administration of the program authorized by this act, and in accordance with regulations, for any person or persons to solicit, disclose, receive, or make use of, or authorize, knowingly permit, participate in, or acquiesce in the use of any list or names of, or any information concerning, persons applying for or receiving vocational rehabilitation, or any other services authorized by this act, directly or indirectly derived from the records, papers, files, or communications of the state or subdivisions or agencies thereof, or acquired in the course of the performance of official duties. Any violation of this provision shall be deemed to be a misdemeanor.

53-17-20. Political activity of officers and employees limited--Violation--Discharge or suspension.--No officer or employee engaged in the administration of the programs authorized by this act shall use his official authority or influence or permit the use of the vocational rehabilitation programs for the purpose of interfering with an election or affecting the results thereof or for any partisan political purpose. No such officer or employee shall take any active part in the management of political campaigns or participate in any political activity, except that he shall retain the right to vote as he may please and to express his opinions as a citizen on all subjects. No such officer or employee shall solicit or receive, nor shall any such officer or employee be obligated to contribute or

render, any service, assistance, subscription, assessment, or contributions for any political purpose. Any officer or employee violating this provision shall be subject to discharge or suspension.

53-17-21. Separability of provisions.--If any provision of this act, or the application thereof to any person or circumstance, is held invalid, the remainder of the act, and the application of such provision to other persons or circumstances shall not be affected thereby.

53-17-22. Reserved power of legislature to change law.--The legislature reserves the right to amend or repeal all or any part of this act at any time; and there shall be no vested private right of any kind against such amendment or repeal. All rights, privileges, or immunities conferred by this act or by acts done pursuant thereto shall exist subject to the power of the legislature to amend or repeal this act at any time. (Utah Code 5B, 53-17, 1957)

The beginning of VR may appear inconsequential when compared to the vast resources involved in the present program. On the contrary, it represented a stride so vital as to almost dwarf in importance any subsequent effort. From this start the VR program in Utah continued to grow and its growth in most cases was related directly and proportionately to funding and developments by the federal government.

In 1935 the House of Representatives and the U. S. Senate passed the Federal Social Security Act. Part (4) of this act provided annual appropriations for VR to continue to carry out the provision of the Act of 1920. This gave VR a permanent national program of funding and administration. From the initial appropriation Utah received the minimum amount of \$10,000.00 in addition to funds previously appropriated.

In 1936 the Randolph-Sheppard Act authorized state licensing on federal projects of vending stands to be operated by qualified blind persons. This legislation opened the first major door for preferential employment opportunities for the handicapped.

During the later 30s there occurred a period of modest growth; however, the program seemed to have lost some of its momentum. This was partly due to the depressed economic conditions of the 1930s in which both money and employment opportunities were limited. Related to this problem was the fact that agencies knew of many cases of people who could be helped by vocational rehabilitation services (VRS); however, there was insufficient money available and money from federal sources was limited in its application. There also existed a serious lack of knowledge of rehabilitation techniques for many disabilities.

In 1939 increased federal authorization provided some stimulus for growth. Nevertheless, the next major expansion of VRS resulted from World War II, bringing with it the end of the depressed economy and a manpower shortage due to mobilization of large numbers of the working and potential working forces into the armed forces and related industries. At this time, Congress saw the 1.5 million handicapped people of the nation as a valuable resource that could fill the need for civilian workers in American industry. In this time of national need Public Law 113 was passed by the 78th Congress. Public Law 113 was commonly known as the amendment of 1943 to the Vocational Rehabilitation Act. This law greatly broadened the joint federal-state program. The Act provided for more liberal financing. States still contributed 50% of the cost of VR exclusive of administration costs. Costs for administration necessary for providing rehabilitation services were to be paid entirely with federal funds.

The 1920 Act limited services to only those with physical defects or infirmities. In 1943 this was changed to allow "any services

necessary to render a disabled person fit to engage in a remunerative occupation." For the first time, mentally ill and mentally handicapped persons could be included in a VR program. The amendment of 1943 allowed in some cases for corrective surgery, transportation, tools for the rehabilitant in his new trade, and even maintenance of his family during training.

The opening of areas of mental illness and retardation, along with the increase in funds, immediately caused a sharp jump in the number of persons rehabilitated yearly. The number went nationally from 21,575 cases in 1942 to 42,618 cases in 1943. In Utah it rose from 120 cases to 221 cases in the same period.

In the early 1950s, the number of persons being rehabilitated annually again began to level out. State administrators indicated the program was being held back by inadequate financial formulas and lack of methods to capitalize on new research and training techniques.

In 1954 President Eisenhower signed amendments to the Vocational Rehabilitation Act which took into account a state's population along with the average per capita income of each state. This Act imparted new energy into the Utah program, as Utah's program responded in close relationship to events occurring on a national basis.

Major conditions of the 1954 law were: (1) The state's share of money under this act was determined by a formula based on the population and the per capita income to give greater financial support to states with large populations and relatively small income. The federal share varied from 50% to 70% with the national average being 60% federal money to 40% state investment in the VR programs; (2) A new system

of project grants were offered to state agencies. These grants provided federal financial support to states at more favorable rates to induce them to develop new aspects of their programs, and to extend their services to new and different disabilities, and to reach geographical areas not previously served. These grants provided up to \$3.00 of federal money for each \$1.00 of state money; (3) Research and demonstration grants were offered to support research in better method of rehabilitation and to conduct demonstrations; (4) Training grants were offered to support training of professional personnel in the VRS. These grants included long-term grants to educational institutions for support of basic advanced professional training and short-term grants for training periods of less than a semester (workshops, seminars, institutes, and etc.), in-service grants to state VR agencies for staff development, and rehabilitation research fellowships. The law allowed for the first time for the alteration, expansion, and equipping of rehabilitation facilities; (6) Features to strengthen preferences were offered to the blind in operating, vending stands on federal property; (7) A state plan was required for receiving federal financial assistance.

The new Act effectively expanded the program and increased the number and types of people being served. The new training program opened up new avenues for recruiting qualified personnel and improved the skills of people already engaged in the rehabilitation profession. It afforded new growth in the establishment, expansion, and improvement of VR facilities. The growth developed by this Act, while meeting the needs of many more handicapped, still fell short of the needs

of the program. A growing social trend demanded more services to include more people. By the early 1960s the special needs of workshops and rehabilitation centers; the severely disabled and the new emphasis in education, welfare, and employment placed new demands upon the VR program that were beyond the scope of the existing law.

The 1965 amendment to the VR Act changed the federal financing provisions of the Act. It set new maximum and minimum dollar limits for federal grants to the states based on past grants. It set up a new formula for determining the federal grant to the states based on the product of the population of the state and the square of its allotment percentage when compared to the similarly derived products for the states. The allotment percentage ratio was derived by comparison of a state's population to the national population. The federal allotment could not exceed 75% nor be less than $33 \frac{1}{3}\%$ of the matching fund. To assure that the increased federal funds did not replace state funds, but were used to increase the total funds available, the law specifically provided that state funds must be at least equal to the state funding for the fiscal year 1965. If state funds were decreased, then federal funds would be reduced.

State VR agencies were authorized to provide rehabilitation services to handicapped individuals to determine whether they could reasonably be expected to benefit to the point of engaging in gainful employment. Under previous laws state rehabilitation agencies were expected to determine, after diagnosis and before any VRS were offered, whether a person could reasonably be expected to become employed after VRS were rendered. For large numbers of handicapped people with severe

disabilities or complicated problems or both this was virtually impossible. As a result, many of these handicapped individuals did not receive services. Under the new law an individual was allowed to receive services under one of two categories: first, for a period of up to 18 months for mentally retarded individuals or others designated by the Secretary; or, second, for up to 6 months for other handicaps during which time they would be evaluated to determine their potential for employment.

The grants provided under the old law for extension and improvement were replaced by grants to the states for two general purposes (1) the development of methods of providing services which were new and more effective, (2) development of projects to serve those who have catastrophic or particularly severe disabilities. Federal funds for these grants were issued on the basis of population.

The Act was designed to accomplish three general objectives: (1) to secure a well defined picture of state resources for rehabilitation of the disabled as well as projections of future needs, (2) to assure planned orderly growth and development of the program while minimizing duplication, and (3) to develop a statewide plan by which all deserving disabled individuals needing services could receive them. Grants were provided for expanded VRS and were made available to both state and voluntary nonprofit agencies who's goals were the rehabilitation and return to gainful employment of large numbers of handicapped individuals. The new law did away with the former federal requirement that an individual must have a financial need for services, but left it optional with the states to require financial need for some

services. However, the states had to take into account benefits the individual received in the way of compensation, pensions, or insurance.

For the first time the federal government authorized funds to construct rehabilitation centers and workshops. The new Act also assisted in the acquisition of existing buildings, and also some of the expenses of expansion, remodeling, alteration, and renovating of rehabilitation facilities and workshops. Such projects may also include assistance with the initial cost of equipment and acquisition of land. This provision was made in an effort to increase the number of rehabilitation centers, workshops, and special facilities needed in the United States to serve the handicapped. The Act provided the states with funds for planning, studying, and reviewing of state needs so that each state could implement and develop all available resources with a minimum of duplication and a maximum efficiency in meeting the needs of the handicapped. To encourage greater local participation by cities and counties matching funds were made available to them at the same rate as was available to the states. Under this section the "statewideness" provision of the act was waived. The Act increased the maximum period for financial assistance to people pursuing professional courses in VR from two to four years.

In 1968 new funds were authorized to continue the VR programs at levels of the past or higher. One important change was made allowing increased federal funding rates which ranged from a minimum of 50% to a maximum of 80% and placed the minimum funds for any state at one million dollars.

Since passage of the National Act of 1968, there has been

little legislative action of consequence. No new acts have been passed and funding has simply been extended.

CHAPTER III

REVIEW OF REHABILITATION REPORTS FOR UTAH

The following review of the rehabilitation program in Utah was taken from the Biennial Reports of The Superintendent of Public Instruction (BRSPI), Public Documents of The State of Utah.

A conscious effort has been made to retain the style of the original text, particularly where the early style of writing contributes to the historical essence.

The 1920-1922 BRSPI referred to the program as "Industrial Rehabilitation" and reports that through June 20, 1922, more than 200 cases received the attention of the department. Of these cases 115 were registered as applicants for assistance. Fifty-two of these were found ineligible or not "susceptible of training" and their cases were closed. Fifty were placed in training and employment found for a number of others. Among the 52 cases closed were a number of men who had been injured in the mines and had moved from the state before provisions for training could be made, others were either not "susceptible of training" or did not care to undertake the work. Two cases, one involving a blind Servian, 29 years of age, and the other a Greek, 35 years of age, were found so low in mentality as to require an attendant. It was determined each had relatives in their native countries willing to care for them. While rehabilitation funds could not be used for their departure, with the help of the State Industrial

Commission, aid was obtained from the mines and the railroad granted reduced transportation. "Just before the new year these men under proper care were sent rejoicing to their homes and relatives" (BRSPI, 1920-1922, p. 82).

There were 15 blind cases among the 50 in training. Of these, one received his bachelors degree in business, one was engaged in massage and therapeutic work, and two were sent to a piano tuning school in Chicago. Several were taught rug and carpet weaving in the state shop for the blind (refer to Table 1).

Several handicapped men were in training for business occupations, and five were preparing to become school teachers, one was training in watch repair, and two were training to become barbers, another was learning shoe repair, and three had been trained in welding and auto repair (refer to Table 2).

"If but three or four dependents are rendered self-supporting each year, they will more than offset the entire yearly cost of the program (BRSPI, 1920-1922, p. 82)." During the biennium about 100 people have received assistance. Some form of training has been given 50 of these and at least 20 will probably enter immediately into profitable employment. The most difficult job confronting rehabilitation is placing the disabled after training. "The public in general and employers in particular are fearful of and suspicious of these unfortunates" (BRSPI, 1920-1922, p. 83).

The actual per capita cost of rehabilitation was about the same as for high school instruction and considerably below the per capita cost of a college education. During the year, \$1,500 in contributions

Table 1
Disability and Number of Cases Accepted
During the Biennium

Disability	Number
One hand amputated	1
One arm amputated	4
One leg amputated	14
One hand or arm and one leg amputated	7
Oil explosion (burns)	2
Dislocated back	2
Head injury	1
Hip injury	1
Nervous malady	1
Loss of vision	15
Loss of hearing	2
Total	50

Table 2

Training and Rehabilitation Provided Cases

Type of Rehabilitation	Number
Auto mechanics	4
Massage and therapeutic work	1
Confectionary shop	2
Check in coal mine	1
Piano teaching (blind)	1
Accounting	5
Poultry business	2
Shoe repair	2
Piano tuning (blind)	3
Cigar making	1
Acetylene welding	2
Salesman	5
Foreman	2
Rug weaving	5
School teaching	5
Barbering	3
Radio work	2
Box making (blind)	1
Clock and watch repair	1
Farm and home management	2
Total	50

from cooperating agencies was received in the form of railroad transportation, scholarships, maintenance, and a few instances of cash.

The biennial report appeared in simple letter form signed by Mosiah Hall, Supervisor (BRSPI, 1920-1922, p. 81). Tables 1 and 2 appeared in the next biennial report but pertain to the 1921-1922 biennium.

The 1922-1924 biennial report referred to the program as "Civilian Rehabilitation." The live roll was 60 for the year ending on June 30, 1924. The number of cases closed during the year was 73 and the total cases handled was 133. Of the live roll 23 cases were in training and the remainder had been surveyed and awaited further disposition. Among the cases closed 33 were listed as rehabilitated.

The total expenditure for the year 1924 was \$6,133.05. The average per capita cost for 36 states engaged in rehabilitation was \$262.29 and in Utah it was \$158.13. Utah received approximately \$2,141.80 in contributions (BRSPI, 1922-1924, p. 55).

There were three important developments during the biennium 1924-1926. They were: (1) completion of a survey of adult blind for the state, (2) a state-wide survey of adult disabilities that was nearing completion, (3) an improved public sentiment toward training and helping the disabled. The total expenditure for the biennium was \$12,849.34 or an average of \$6,419.67 per year (BRSPI, 1924-1926, p. 93.)

During the 1926-1928 biennium a live roll of approximately 125 cases was maintained with 34 successful rehabilitations. Two significant investigations were made during the two year period. One was the

completion of a survey by the Federal Department of the present status of the cases rehabilitated during the first two years of VRS. Of the 73 cases involved 62 were successfully employed generally in the area of their training, three were deceased and the rest could not be located. The other was a survey of 44 cases in Salt Lake, Utah, and Weber counties representing every stage of rehabilitation. The survey was for the purpose of evaluating the quality of services offered (BRSPi, 1926-1928, p. 126).

A survey was conducted throughout the state in the 1928-1930 biennium. All cases that were found eligible for VRS were offered training. New cases were discovered in larger numbers in the more populous areas due to the rehabilitation program becoming better known and accepted.

Since 1921, out of the vast numbers of people interviewed, approximately 1,000 were selected for VRS. Of this number approximately 300 were placed in profitable employment. During this biennium 65 cases were accepted for services with more than two-thirds involving amputations (refer to Table 3).

The expenditure per year was approximately \$8,000.00 with the average training cost \$130.50. The average weekly earnings rose from \$5.00 before training to \$23.03 after training (BRSPi, 1928-1930, p. 64).

The 1930-1932 biennial years were the most active in the eleven year history of VR in the state. Larger numbers than ever before applied for services due in part to the great depression and also in part to the fact services were more widely known. However, employment was

Table 3
Disability and Number of Cases Accepted
During Biennium

Disability	Number
Hand amputated	8
Arm amputated	5
Hand and arm amputated	1
Leg amputated	23
Legs amputated	5
Feet amputated	2
Arm and leg amputated	3
Vision	6
Hearing	4
Spine	4
General disability	1
Hernia	1
Arthritis	1
Cardiac	1
Total	65

increasingly difficult to find with more than a dozen trained individuals still seeking work. A live roll of 140 was maintained for the two years with 82 successful rehabilitants.

The large number of applicants made it obvious early in the biennium that funds would be exhausted. The supervisor made an appeal and was successful in securing reduced rates from all regular training facilities which made it possible to offer assistance to all susceptible candidates.

The average per capita cost was approximately \$200.00 while the average for the 12 western states was \$320.00 per capita. The average weekly earning rose from \$8.50 before training to \$21.10 after training. Expenditures for VR during the two fiscal years of the biennium were \$8,936.81 for 1930-1931 and \$8,775.00 for 1931-1932.

"All available funds were spent. Since a larger federal fund is available for matching purposes, it is urgently recommended an increase of at least \$1,000 per annum in State funds be made for the next biennium" (BRSPI, 1930-1932, p. 75).

During the 1932-1934 biennium, schools were urged to cooperate with rehabilitation by reporting cases and encouraging the handicapped children to remain in school. Expenditures for the two fiscal years of the biennium were \$8,046.32 for 1932-1933 and \$10,020.10 for 1933-1934 (BRSPI, 1932-1934, pp. 39-40, 54).

Throughout the 1934-1936 biennium there was a live roll of more than 300 cases. Funding was reduced but the state relief organization, which provided a special project for those on relief status, together with two part-time social workers made it possible to service all cases

eligible and ready for training. The biennium saw 150 cases rehabilitated and 25 more complete training and ready for employment. Records indicate that only about five percent of those trained for a specific occupation fail to find employment in that occupation (BRSPI, 1934-1936, p. 32).

The 1936-1938 biennium shows that since the start of rehabilitation services in Utah, 734 people have been served and 126 of that number were rehabilitated in this biennium. Of the 126 rehabilitated persons 41 had either amputated fingers, hands, arms, feet, or legs. Appliances consisting of 21 artificial legs and eight hands or arms were purchased. According to federal regulations, Utah has possibly purchased too many artificial appliances during the past biennium.

The average length of training was 15 months and the average cost was \$128.00 per capita. For 100 cases the following agencies were used for training: 23 cases in business colleges, 20 cases in private trade schools, 40 cases in public colleges, 6 cases in public vocational schools, and the remainder under tutors in business or private schools. Training was offered for most occupations for which there existed employment opportunities.

Expenditures for the fiscal year 1936-1937 was \$20,283.78 including \$2,368.23 in contributions. Expenditures for the fiscal year 1937-1938 was \$20,000.00 with no contributions noted (BRSPI, 1936-1938, p. 65).

The Division of Vocational Rehabilitation (DRV) provided services to approximately 850 people during the 1938-1940 biennium; and of this number 111 completed training courses and were placed in

full-time employment. They were in training an average of 18.7 months and on the live rolls an average of 32 months. In 1940 the rehabilitation students organized into an association for the purpose of aiding themselves in securing employment and providing opportunities and services for their members.

During the 76th Federal Congress amendments were made to the Social Security Act to become effective July 1, 1940, which would increase the federal appropriation to the state for VRS. This allowed Utah to accept more people for services who had previously been barred by lack of funds. It also allowed for living maintenance. Utah did not provide this service at that time. It allowed expanded spending for artificial appliance service and repair and for expenses in setting a person up in business.

Expenditures for the fiscal year 1938-1939 was \$20,022.50. The expenditures for the fiscal year 1939-1940 was \$20,000.00 (BRSPI, 1938-1940, p. 37).

Approximately 365 persons were carried on the rolls in the 1940-1942 biennium with 196 persons trained and placed in full-time employment. This represents the largest number of persons trained in this program in Utah. The mobilization due to World War II with its industrial demands resulted in high employment of the handicapped. Employers were becoming more conscious that the handicapped were very loyal, dependable, and efficient workers. The 196 rehabilitants were placed in 45 different job classifications.

During the biennium monthly meetings of the Utah Vocational Rehabilitation Association were being held. The association was made

up of eligible rehabilitation individuals organized to help themselves and each other in every possible way. Newspapers and businessmen were offering help and support for the disabled.

Nationwide plans were being made to increase VRS. Utah provided additional funds for the next fiscal year, which resulted in more federal matching funds and provided an additional full-time supervisor and the full-time services of a previous half-time secretary. Expenditures for the two fiscal years of the biennium were \$20,012.50 for 1940-1941 and \$20,000.00 for 1941-1942 (BRSPI, 1940-1942, p. 62).

Approximately 1,400 people received consideration for services during the 1942-1944 biennium. Of this number approximately 400 were rejected and of the remaining 1,000 who were accepted, 368 were definitely rehabilitated and placed in full-time employment.

Federal legislation under Public Law 113 expanded services for the blind and provided physical restoration services.

Costs ranged from no cost up to \$400 per case with the average being \$83.50 exclusive of administrative costs. Expenditures for fiscal year 1942-1943 were \$20,000.00 and for fiscal year 1943-1944 were \$19,773.14 (BRSPI, 1942-1944, p. 74).

There appeared 1,795 new names on the rolls during the 1944-1946 biennium. The previous biennium listed 613 in comparison with 1,929 for the 1944-1946 biennium. The close of the war and the reduction of industrial activities undoubtedly increased the number of people asking for services. There were 404 successful closures during the biennium (BRSPI, 1944-1946, p. 90).

During the 1946-1948 biennium there were 2,200 cases referred

for VRS with 712 closed rehabilitated. Services rendered included: diagnosis, counseling, medical services, appliances, training, and miscellaneous (BRSPI, 1946-1948, p. 69).

There were 2,371 active cases with 674 closed rehabilitated cases during the 1948-1950 biennium. The average cost of services per person was \$177.70. The income of the 674 rehabilitants increased 445% after training (BRSPI, 1948-1950, p. 61).

In the first half of the 1950-1952 biennium the 1950 census showed that Utah had a population of 686,897. The federal government estimated that there were seven people per thousand who were disabled and in need of VRS. On this basis Utah should have approximately 4,800 handicapped persons needing services. Using these figures the State DVR was serving about one-sixth of those eligible. Utah has rehabilitated into employment 3,935 people since the inception of the program in 1921.

During this biennium there were 1,304 new cases referred to the DRV with 772 accepted. The average weekly wage rose from \$34.84 to \$45.10 per week for those rehabilitated (BRSPI, 1950-1952, p. 92).

During the 1952-1954 biennium there were 546 disabled placed in employment making a total of 4,480 placed in employment since 1921. Of the 546 persons rehabilitated during the biennium one out of every five received public welfare aid at acceptance. The cost of public assistance to the disabled each year was considerably more than the total cost of VRS. The average grant for public assistance during the beinnium was \$1,500 while the average rehabilitation case cost was \$287.24. While for some their situation remained unchanged after VRS,

others received reduced state assistance and most were employed and independent (BRSPI, 1952-1954, p. 80).

There were 601 cases closed as being rehabilitated with 1,495 receiving active services during the 1954-1956 biennium. Since 1921 there have been 5,081 persons rehabilitated in the state. The division has four offices located in Salt Lake City, Ogden, Provo, and Cedar City. Each office has a part-time medical consultant.

In July, 1955, the Bureau of Old-Age and Survivors Insurance entered into an agreement with the DVR whereby the DVR cooperated in making disability freeze determinations for people who were permanently disabled and might be eligible for disability payments from the Social Security Department. The DVR has cooperated closely with the University of Utah Medical School which has established a rehabilitation center at the Salt Lake County Hospital.

Public Law 565 signed into law August 3, 1954, expanded financing, the types of disabilities covered, and services that may be offered. The 1957 Utah Legislature passed Senate Bill No. 34, known as the "Vocational Rehabilitation Act," which spelled out the program in detail and gave the program full legal status (see Chapter II for Senate Bill No. 34). At the same time, they repealed the Acceptance Act of 1921 which had served as authority for the state to cooperate with the federal government for VR from 1921 to 1957.

The DVR operates on a funding ratio of about one state dollar to two federal dollars (BRSPI, 1954-1956, p. 82).

At the beginning of the 1956-1958 biennium the Division of Rehabilitation Services employed nine clerical and ten professional

personnel on a full-time basis with five part-time medical consultants. During the biennium the staff was expanded to twelve clerical and thirteen professional personnel. This expansion was possible due to increased federal and state recognition of the value of the program.

The DVR District offices were staffed as follows: Cedar City--one counselor, one secretary, and one part-time medical consultant; Ogden--two counselors, two secretaries, and one part-time medical consultant; Provo--two counselors, two secretaries, and one part-time medical consultant; Salt Lake--five counselors, one blind enterprise specialist, one disability claims examiner, eight secretaries, one accountant, one case work supervisor an assistant director to the state director, and two part-time medical consultants. The DVR still considers itself understaffed particularly in the number of counselors.

The blind and visually handicapped have been combined into a single caseload with one counselor having statewide responsibility. At the close of the biennium there were thirteen vending stands doing a gross volume business of \$96,000.00 per year.

During the biennium the DVR closed 705 cases as rehabilitated employed. Of this number 524 were male, 181 female, 692 were white, three were negro, and ten were other origins. Of the closures 333 were single, 300 were married, and 72 were divorced or separated. They were referred from 28 agencies or sources. The total cost per case closed was \$788.00.

The 83rd Congress passed Public Law 761 amending the Old-Age and Survivors Insurance Program of 1935 allowing for disability freezes to protect retirement benefits of workers whose wages were reduced or

ended due to disabilities but who were not eligible for retirement due to age (BRSPI, 1956-1958, p. 71).

The DVR closed 949 cases as rehabilitated employed in the 1958-1960 biennium. In addition to those closed employed, 1,156 cases were closed either from referral status or not successfully rehabilitated. Many of this last group were difficult referrals from the Social Security Administration and were found to be too old or too severely disabled or too disinterested to be suitable for services. The average cost per rehabilitated case for the year 1960 was \$794.00. This figure does not apportion any dollar value to people not rehabilitated but who did receive services.

For the fiscal year 1958-1959 the legislature appropriated \$70,000.00 and in fiscal year 1959-1960 they appropriated \$112,500.00. This increase allowed the DRV to employ three and a-half more professional personnel. The DVR added two and a-half counselors and two caseload secretaries in the Salt Lake Office and a counselor and a part-time secretary at the Provo Office. Despite the increased staff the case load for Utah still exceeds the national average of about 150 cases per counselor.

During the biennium the Utah Society for Crippled Children and Adults Easter Seal Rehabilitation Workshop came into operation in May, 1959. The DVR purchases vocational evaluative diagnostic services from this workshop. Also, the University of Utah Rehabilitation Center and the Saint Mark's Hospital Rehabilitation Center have made advancements in their ability to medically treat and diagnose the problems of the severely disabled. Vending stands have increased to 14 with a

gross volume of \$84,000.00 and \$96,000.00 during each of the fiscal years of this biennium. Due to the difficulty of placement of the blind client vending stands are considered desirable and are often highly remunerative to the operator. The DVR has an ambitious plan to expand the vending stand program and anticipates including the severely disabled as well as the blind.

The DVR is requesting the 1961 State Legislature to increase its appropriation from \$225,000.00 to \$325,000.00. This state money will earn federal matching funds at the rate of approximately one state dollar to two federal dollars. This \$100,000.00 increase still falls \$195,000.00 short of matching \$314,000.00 in federal money remaining unused.

Implementation of Public Law 761 passed by the 83rd Congress resulted in the DVR taking on the task of disability determination under the Social Security Act (BRSPI, 1958-1960, p. 77).

A record number of 1,128 persons were rehabilitated in the 1960-1962 biennium. Their average earnings before rehabilitation was \$11.00 per week, whereas, after rehabilitation their average earnings rose to \$57.00 per week an increase of 518%. The average cost per rehabilitant during the first year of the biennium was \$811.00 and during the second year it was \$738.00. The national average cost per rehabilitant during fiscal year 1961-1962 was \$953.00. Despite increased funding and increased successful rehabilitations Utah is serving barely one-third of her disabled.

On August 31, 1961, L. B. Harmon, Ph.D., retired as director of DVR after 24 years of distinguished service. He was appointed to

the position on August 15, 1937.

During the past two years DVR has conducted inservice staff development training under a grant from the Federal Office of Vocational Rehabilitation (OVR). The training was financed on a one state dollar to nine federal dollars ratio.

In August, 1961, the Federal OVR awarded a grant to the University of Utah Rehabilitation center with which to conduct a research and demonstration program in the evaluation and rehabilitation of the severely disabled. Through June 30, 1962, there were 69 clients referred to the center for evaluation.

The OVR had approved a grant to the University of Utah to establish a regional research center to serve five states (Utah, Idaho, Wyoming, Colorado, and Montana). The initial grant was for \$29,000.00 and it is expected to cast new light and understanding on a great variety of rehabilitation concerns.

The American Foundation for the Blind made a study of services to the blind in Utah. One of the areas of concern dealt with VRS to the blind. Results of the study were still pending (BRSPI, 1960-1962, p. 74).

In October, 1962, of the 1962-1964 biennium the State Board of Education appointed Dr. Vaughn L. Hall as permanent full-time Director of the DVR. As a result of the retirement of L. B. Harmon in October, 1961, Mr. Phillip R. Clinger had been serving as Acting Director during the interim.

The 1963 State Legislature passed House Bill No. 218, which made possible the reorganization of some services to the blind and changed the name "Utah Commission for the Blind" to "Utah Division of

Services for the Visually Handicapped (DSVH). The act allowed the State Board of Education to administer rehabilitation for the visually handicapped as it saw fit. The State Board of Education placed the DSVH and the DVR under the direction of Dr. Vaughn L. Hall. The two divisions are now commonly referred to as the Division of Rehabilitation (DR). The two divisions have their own legislative appropriations but are merged under one head for maximum correlation and coordination. The biennial appropriation for DVR was \$331,000.00, the largest appropriation ever for the division and it represented a 40% increase over the preceding biennium. The biennial appropriation for DSVH was \$298,000.00 an increase of 39% over the preceding biennium.

A rehabilitation unit was created exclusively for caseloads of the legally blind. A pre-vocational evaluation unit was established to better serve them in their vocational training programs. The Workshop for the Blind was placed under a new supervisor and produced more diversified products. Better teaching methods were introduced to help the blind. Plans were implemented to bring groups of adult blind to the Murray B. Allen Center for the Blind where they received more intensive training in meeting their own needs. The vending stand for the blind program was expanded with 14 new stands placed in operation. The outstanding achievement was the establishment of a cafeteria-type stand in the new Salt Lake City Federal Building.

During the biennium the DVR developed 2,723 new referrals. It accepted 1,798 new cases for service and served a total of 5,080 disabled people; 1,814 cases were closed rehabilitated employed and 304 accepted cases were closed unemployed.

In February, 1964, the DVR began a Demonstration Project approved and supported by the Federal Vocational Rehabilitation Administration. This project was designed for the hard core welfare recipients. Three counselors from DVR were teamed with three case workers from the Welfare Department in pairs to work under a prototype program that gave promise of a high return on the rehabilitation dollar.

Plans were implemented for a program to work with the mentally retarded in cooperation with the public schools along the Wasatch Front. This was a Research and Demonstration Project based on a prototype program to bring greater VRS to the mentally retarded.

In the fiscal year 1963-1964 staff development inservice training courses were held. Staff members attended seminars, workshops, and university courses to upgrade the personnel and services of the DVR (BRSPI, 1962-1964, p. 33).

The DVR received 3,446 new referrals, accepted 2,260 for services, successfully closed 1,497 cases, and "failed" in 329 cases in the 1964-1966 biennium. This represented a 14% increase in successful closures over the previous biennium.

During the last half of the biennium the agency helped organize a training program for the severely disabled in an intensive insurance training program. While still in training ten of the thirteen handicapped qualified for insurance sales licenses. Two projects, one for intensified services to welfare recipients and the other a project working with a special education in public schools, continued. The welfare project completed its three-year goal by December, 1966, and the special procedures were expected to be continued. The project with

special education was terminated as a project on June 30, 1966, but the services continued as a general part of the basic program of rehabilitation.

Under a federal grant the DVR is conducting a state-wide planning project for VR. The results of this study were expected to greatly enlarge understanding of the VR effort in Utah.

Services to the Adult Deaf were inaugurated in the fall of 1965. This new program provided a range of services not previously available to the deaf. In addition to the services offered by the VR counselor the program included social services, interpretation, adult education, referral to appropriate agencies, job opportunities, and many forms of public relations.

Personnel were being sought to implement recommendations regarding the visually handicapped to: (1) expand employment opportunities for the blind, (2) improve working conditions and earning potential of blind employees, and (3) develop new articles to be manufactured by the blind.

The Disability Determination Unit received 3,574 claims from Utah residents alleging total disability. After reviewing independent medical examinations purchased by the unit, 2,191 cases were allowed disability claims. Each case was carefully screened to determine if there existed a potential for VRS.

The Federal Rehabilitation Act Amendment of 1965 removed any arbitrary age limits on who could be served and stipulated that no disability category could be arbitrarily excluded from services. The amendments also allowed for two steps in federal matching funds support,

the first raised federal support to a maximum of 75% for the basic program and the second allowed for use of some basic support money in the establishment of rehabilitation workshop facilities (BRSPI, 1964-1966, p. 37).

In the 1966-1968 biennium, by action of the State Board of Education on August 11, 1967, organizational changes were made creating four offices in the State Department of Education, one of which was the Office of Rehabilitation Services (ORS) previously known as the Division of Rehabilitation (DR).

The Utah ORS was divided into four principal divisions: Division of Vocational Rehabilitation (DVR), Division of Service for the Adult Deaf (DSAD), Division of Services for the Visually Handicapped (DSVH), and the Division of Disability Determination (DDD).

The number of counselors employed by ORS increased from 28 to 43 during the biennium. Some counselors were handling specialized case loads and in most cases these loads were smaller than the general case loads. The reason was that special case loads usually require a more intensive counselor-client relationship (refer to Table 4).

Program growth necessitated development of some technical staff positions. A Staff Development Specialist, a Placement Specialist, and a Facilities Development Specialist were employed as technical staff to the administrative supervisory personnel. The Placement Specialist doubled as the Executive Secretary to the Governor's Committee on Employment of the Handicapped.

Because professionally trained counselors were not available some counselors were employed at the bachelors level with the

Table 4
Caseload for the DRS 1968

Cases	Number
General caseloads	17
Mentally retarded	8
Corrections	5
Welfare	6
Severely disabled	1
Alcohol	1
Mentally ill	2
Blind	2
Deaf	1
Total	43

understanding they would seek higher qualifications by pursuing a master's degree. Twenty counselors engaged in part-time training at universities.

During the biennium a significant two year study was conducted. One of the findings revealed that three percent (27,000) of Utah's adult population were in need of and could qualify for VRS. The ORS had been serving about 5,000 or about 20% of the individuals who could use services.

During the biennium DSVH achieved considerable progress. They expanded the vending stands by two, one in the Salt Lake Employment Office and the other in the Federal Building Annex. Also a few of the old ones were remodeled. Programs for the prevention of blindness moved forward with: (1) the training of volunteers for pre-school screening, (2) the organization of glaucoma surveys, and (3) the implementation of eye safety programs in school shops and laboratories.

DSAD was nearing an agreement between the ORS and the Utah School for the Deaf at Ogden to establish an evaluation facility at the school. This facility would evaluate intelligence, skills, and capabilities with the goal of providing guidance for further education (BRSPI, 1966-1968, p. 81).

The following quote is especially appropriate for the 1968-1970 biennium:

Over the past several years increasing emphasis has been placed on rehabilitation and particularly vocational rehabilitation. The 1965 amendments to the Federal Vocational Rehabilitation Act ushered in a new era in rehabilitation. These amendments coupled with those of 1967 and 1968 have caused changes in the approach to rehabilitation and have made possible expansion in programs and services to clients. Rehabilitation has become 'big business.' Many dynamic programs have been initiated in Utah and at such a rapid pace that in many instances

it has been difficult to keep up with the changes. (Forward of the Final Report of the Comprehensive Statewide Planning Project for VRS, November, 1968, p. iv)

This brief statement summarizes the growth and development of the State-Federal VR Program up to the present biennium (refer to Figure 1).

For the first time in the program's history, considering all the money matching possibilities, Utah was able to earn all of the Federal allotment of funds for fiscal year 1970 (refer to Tables 5 and 6).

Vaughn L. Hall, Executive Director of the Office of Rehabilitation Services, was elected president of the prestigious Council of State Directors in October, 1968. The Council is an advisory to the Federal Rehabilitation Service Administration.

In order to place services in communities near the people, offices were located in the following cities and towns: Logan, Brigham City, Ogden, Farmington, Salt Lake, Provo, Tooele, Price, Vernal, Heber, Blanding, Richfield, and Cedar City. Counselors and secretaries are also stationed at the State Hospital, State Training School, State Prison, Granite Habilitation Center, Juvenile Court (and Neighborhood Probation units), Central City (Salt Lake), Adult Probation and Parole Office (Capitol Building), Marshall White Center (Ogden), and the State Industrial School (refer to Figure 2, Utah Rehabilitation Offices).

During the biennium the DRS assisted in the development of new building additions and remodeling. These projects were on-going at the Granite Habilitation Center, State Hospital, State Industrial

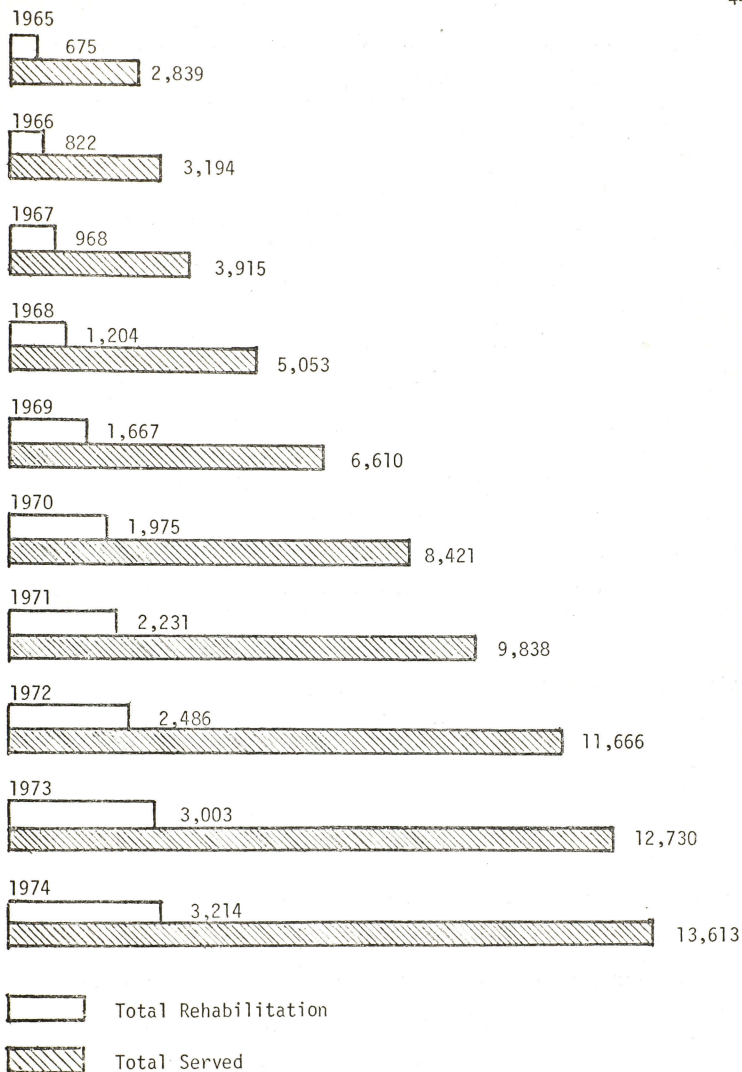


Figure 1. A ten year comparison of those rehabilitated to the total number served.

Table 5
Comparison of Consecutive Bienniums

Categories	1967-1968	1969-1970
New referrals	6,806	10,539
Referrals not accepted	2,133	2,970
Cases accepted for service	4,011	6,877
Accepted cases but closed short of employment	478	891
Cases closed in employment	2,772	3,642
Percent increases in cases served this biennium over the previous biennium	49%	68%
Counselors employed at close of biennium	43%	77%
Percent increase in counselors employed	54%	79%
Closures this biennium over last	45%	31%

Table 6
Comparison of Caseloads 1968-1970

Caseloads	1968	1970
General caseloads	17	27
Mentally retarded	8	13
Corrections	5	
Juvenile		6
Adult		6
Welfare	6	9
Severely disabled	1	2
Alcohol	1	2
Mentally ill	2	5
Blind	2	3
Deaf	1	3
Indian	0	1
Total	43	77

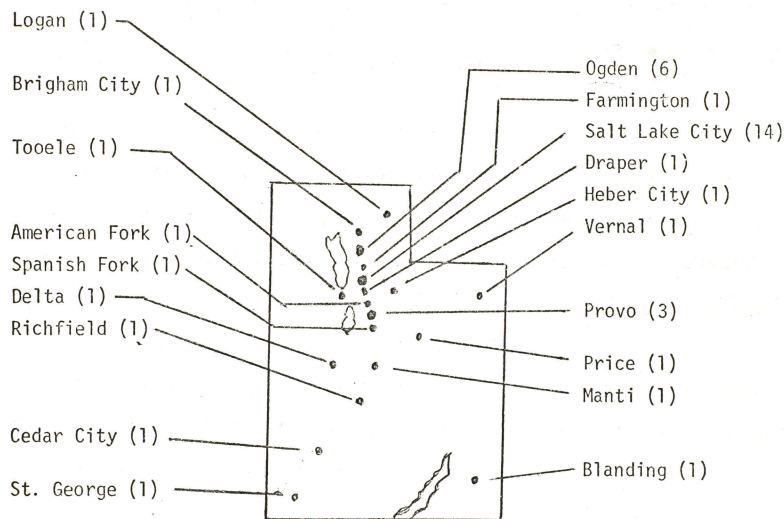


Figure 2. Utah DRS Offices 1974.*

*Number in parenthesis indicates the number of offices in the city.

School, Columbus School, Blind Workshop, DSVH at Ogden, Hearing Center at Vernal, Human Resource Center, Easter Seal Rehabilitation Workshop, Weber County Sheltered Workshop, and the Rehabilitation Center at the University of Utah Medical School.

The Organizational Structure of the Office of Rehabilitation Services consisted of DVR, DSVH, DSAD, and the DDD. VRS in the first three are consolidated into one reporting system. The DDD was a separate program funded entirely with federal money (refer to Figure 3, Organizational Chart, 1975) (BRSPI, 1968-1970, p. 69).

In the 1970-1972 biennium the State Board of Education approved establishment of the Office of Adult Vocational and Rehabilitation Services (OAVRS) containing the Divisions of Vocational and Technical Education (DVTE), the Division of Adult Education and Training (DAET), and the Division of Rehabilitation Services (DRS). The DRS was intended to provide client-tailored rehabilitation services to youth and adults and to provide a program to assist persons in overcoming physical, mental, or behavioral disorders that handicap them in competing for employment. The program provided for counseling and guidance, diagnosis, work evaluation and work adjustment, physical restoration, job training, job placement, and other services essential for employment. Over 60% of the budget was spent for education and training. In addition to the regular rehabilitation programs and the DDU the operation of several other types of programs was a part of the DRS duties:

- (1) working with other agencies and institutions to provide rehabilitation to clients of mutual interest,
- (2) planning facilities and development,
- (3) developing business enterprises for the blind,
- (4) supervising

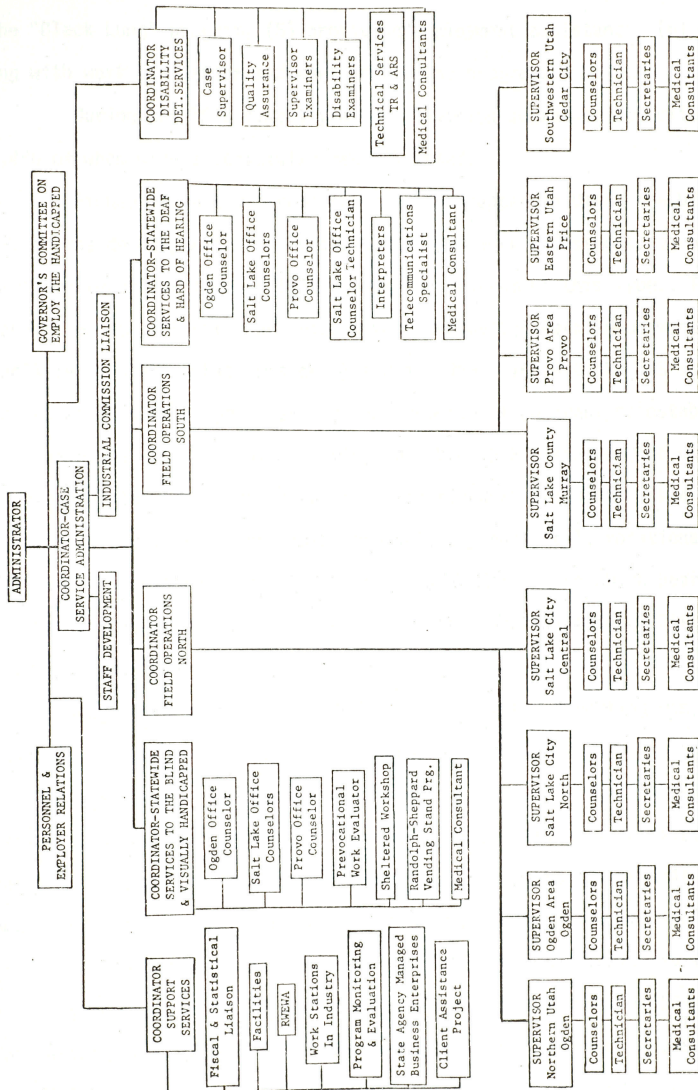


Figure 3. Organizational Chart DRS, May, 1975.

the "Black Lung" program, (5) providing employment assistance, (6) working with work evaluation and work adjustment programs.

During the 1972 fiscal year the Division served 11,666 clients, 2,486 of whom were successfully rehabilitated.

Pioneering new programs for the handicapped in Utah, the DRS led in the development of work evaluation and work adjustment. A preliminary report written in 1968 proposed a program of this type. This report led to a "Study Concerning a Work Evaluation-Work Adjustment Facility in Utah," which was completed in 1969. In 1970 the DRS sought and received a three year research and demonstration grant to establish and demonstrate such a unit. During the 1970-1972 biennium, the unit provided evaluation services to 750 clients. Work evaluation is a diagnostic study of all pertinent medical, psychological, vocational, educational, cultural, social, and environmental factors which bear on the individual's potential for employment and rehabilitation (BRSPI, 1970-1972, p. 42).

Beginning with the 1972-1973 fiscal year the reporting was changed from a biannual report to an annual report.

One of the many services of the DRS was conducting disability claims adjudications to determine eligibility of claimants to receive early cash benefits under special provisions of the Social Security Act. Under this program the DRS first acts to help in restoration of employability among the handicapped. Secondly, the DDU, entirely financed by federal funds, is claims-oriented and determines eligibility for Social Security benefits. The main reason this program was placed in DRS was that it provides referrals of many disabled persons for

rehabilitation services.

The basic VR program was operating on a ratio of four to one federal state funding. Due to congressional-executive differences at the federal level, the program was financed during the fiscal years 1972 and 1973 on a fixed level on the basis of only a "continuing resolution." It was expected that expanded rehabilitation legislation would be passed in 1974.

After two years the rehabilitation services for the deaf and blind, which were placed in the DAET in 1970, were returned to the State Board of Education.

The Work Evaluation and Work Adjustment Program was made a permanent part of the program when the grant expired in 1973. The program was based at the downtown campus of the Utah Technical College. During the year DRS established a work evaluation unit in the Utah State Prison.

The passage of P.L. 93-603, the so-called welfare reform bill, necessitated expansion of both the basic and the DDD programs of the DRS. The old state welfare assistance of Aid to the Blind, Aid to the Permanently and Totally Disabled, and Aid to the Aged were federalized with increased federal funding (BRSPI, 1972-1973, p. 45).

The annual report for 1974 is still being processed but it is evident that the year was highly successful in terms of rehabilitation and benefits to the disabled individuals and to the State of Utah. There were 3,214 people rehabilitated in fiscal year 1974: 2,793 were placed in the competitive job market, 15% were placed in professional and semi-professional jobs, 34% in clerical sales or service

occupations, 1% in agriculture, 14% in skilled occupations, 5% in semi-skilled occupations, and 21% in unskilled jobs. The annual earnings of the totally rehabilitated individuals at referral was \$2,615,548.00 and after closure it was \$17,616,872.00 for an increased earning capacity of 574%. The annual earnings after closure, of those who had received public assistance, increased over 27 times. Of the total referred 816 individuals were receiving \$1,503,420.00 in public assistance. At closure there were only 81 still receiving any public assistance with an annual savings of \$1,499,566.00 (refer to Table 7, Rehabilitation work status at referral and closure, 1974).

Out of a total operating budget of \$5,715,229.66 over 90% was provided by the Federal Government. In using those funds, approximately 11% was required for administration, 28% for counseling and placement, 47% went for direct services to individuals, 8% was needed by the DDD, and the balance was used for specialized facilities and programs.

During fiscal 1974 there were 4,732 Social Security Disability Insurance cases processed and out of that total there were 864 individuals referred to DRS. The economic impact of this federally funded program on the State of Utah exceeds \$18 million in annual cash benefits. These benefits were paid directly to disabled workers, their spouses and disabled children. It is expected that the Supplemental Security Income Program, in view of the numbers involved, will exceed the benefits of the Social Security Disability Insurance. There were over 188 Black Lung Beneficiaries, including miners, widows of miners, and dependents, who received in excess of eight million dollars last year.

Table 7
 Rehabilitants Work Status At Referral and
 At Closure 1974

Work Status	At Referral	At Closure
Competitive labor market	579	2,793
Sheltered workshop	8	54
Self employed	9	19
State agency managed business	1	4
Homemaker	96	331
Unpaid family worker	16	13
Not working--student	751	0
Not working--other	1,686	0
Noncompetitive labor market	68	0
Total	3,214	3,214

Rehabilitation in Utah has grown over a period of fifty-four years from a part-time one-man office in Salt Lake City to its present multi-million dollar operation employing hundreds and serving thousands throughout the entire State of Utah (refer to Charts 1 and 2, Table 8, and Figure 4).

Rehabilitation costs for the years 1921-1942 were found in the biennial report of the Superintendent of Public Instruction. Through the years 1921-1932 they appeared in letter form directed to the State Superintendent of Public Instruction; and, during these years they were informal. No figure was included for the years 1921-1922 and some other years were qualified with the word about or approximately as noted in the table. The figures for the years 1943-1974 were taken from The Report of Fiscal Operations, Department of Finance, State of Utah, and represented all funds, whether state or federal, disbursed to Utah VR by the Department of Finance (refer to Table 9).

Chart 1

List of Directors Utah VR

Arch Thurman, 1921-1921

Held the position of Supervisor of Rehabilitation and Americanization. He resigned after a change in the Board of Education due to a political election (conversations with Irwin S. Noall and Lawrence B. Harmon 1975).

Irvin S. Noall, 1921-1921

Held the position of Supervisor of Rehabilitation and Supervisor of Industrial Arts and Trade, and Industrial Education.

Mosiah Hall, 1921-1937

Held the position of Supervisor of Rehabilitation and Supervisor of Libraries.

Lawrence B. Harmon, 1937-1961

Appointed as the first full-time Director of Vocational Rehabilitation in Utah.

Phillip Clinger, 1961-1963

Appointed Acting Director of Vocational Rehabilitation.

Vaughn L. Hall, 1963-1970

Appointed full-time Director of the Division of Rehabilitation Services.

Harvey Hirschi, 1970-Present

Appointed full-time Director of the Division of Rehabilitation Services.

Chart 2

DRS 1975 Administrative Personnel

Harvey C. Hirschi	Administrator
Philip R. Clinger	Coordinator
John J. Keate	Coordinator
Charles D. LeBaron	Coordinator
Don Perry	Coordinator
Robert G. Sanderson	Coordinator
Charles E. Schmitt	Coordinator
Morris E. Sorenson	Coordinator
Calvin Beecher	Specialist
William R. Boren	Specialist
Ralph W. Gant	Specialist
Morris C. Hansen	Specialist
Betty Jo Jensen	Specialist
Robert M. Lunnen	Specialist
Robert Blaine Petersen	Specialist
Arba Van Houten	Specialist
O. Kent Berg	District Supervisor
Melvin C. Clark	District Supervisor
Gail B. Duncan	District Supervisor
Michael A. McDonald	District Supervisor
George F. Hickman	District Supervisor
Curtis B. Wright	District Supervisor
Karl Kraync	District Supervisor
Norman Penrod	District Supervisor
Ninety Four	Rehabilitation Counselors

Table 8

Number of Successful Rehabilitation Closures Occurring Nationally
and On a State Basis from 1921 to 1974

Date	National	Utah
1921-1934	67,893	447
1934-1935	9,422	59
1935-1936	10,338	101
1936-1937	11,091	101
1937-1938	9,844	25
1938-1939	10,747	54
1939-1940	11,890	57
1940-1941	14,579	76
1941-1942	21,757	120
1942-1943	42,618	221
1943-1944	43,997	147
1944-1945	41,925	225
1945-1946	36,106	155
1946-1947	43,880	265
1947-1948	53,131	381
1948-1949	58,020	362
1949-1950	59,597	312
1950-1951	66,193	417
1951-1952	63,632	369
1952-1953	61,308	289
1953-1954	55,825	257
1954-1955	57,981	254
1955-1956	65,640	347
1956-1957	70,940	347
1957-1958	74,317	358
1958-1959	80,739	432
1959-1960	88,275	517
1960-1961	92,501	547
1961-1962	102,377	581
1962-1963	110,136	610
1963-1964	119,708	704
1964-1965	134,859	675
1965-1966	154,279	822
1966-1967	173,594	968
1967-1968	207,918	1,204
1968-1969	241,390	1,667
1969-1970	266,975	1,975
1970-1971	291,272	2,231
1971-1972	326,138	2,486
1972-1973	360,726	3,003
1973-1974	361,138	3,214
Total	4,174,642	27,382

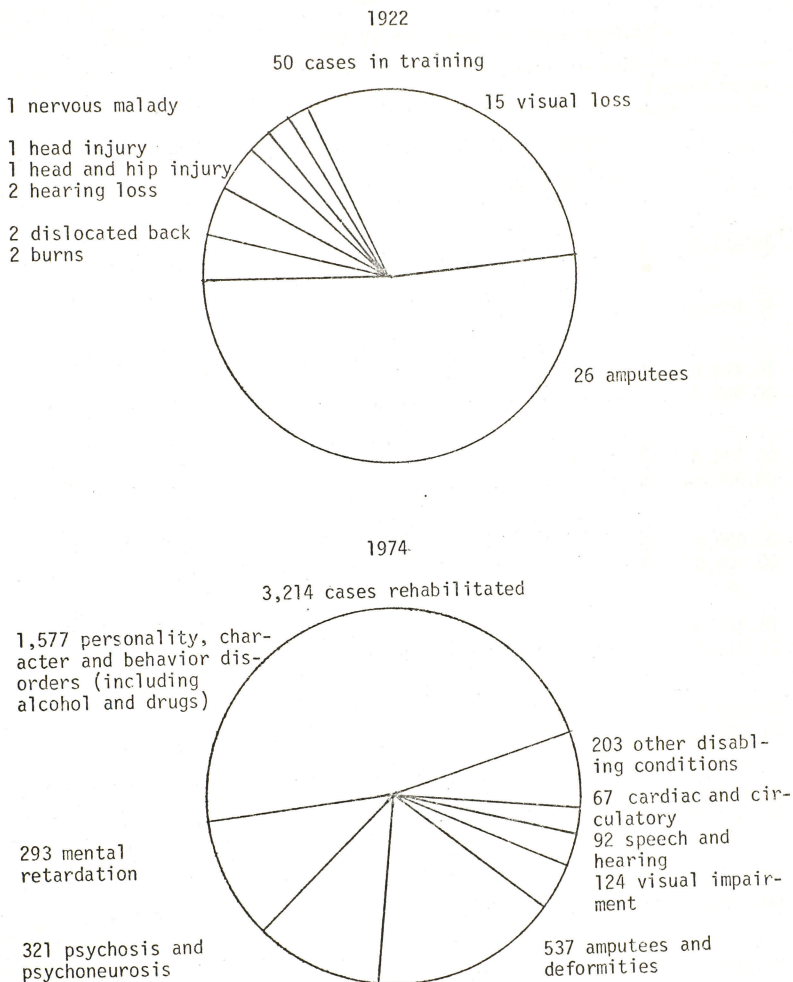


Figure 4. Comparison of major disabling conditions, 1922 and 1974.

Table 9

Yearly Expenditures for VR for State of Utah 1921-1974

Years		Expenditures
1921-1922	No figure available. Per capita cost thus far about that for high school instruction, and below the average per capita cost for a college education (Mosiah Hall).	
1923-1924	Records did not indicate whether this figure was for fiscal or biennial.	\$ 6,133.05
1925-1926		\$ 12,839.34
1926-1928		
1927		\$ 8,515.36
1928		\$ 9,000.00
1928-1930	All funds of approximately \$8,000.00 expended some services offered at reduced rates (M. Hall).	\$ 8,000.00
1928		\$ 8,000.00
1930		\$ 8,000.00
1930-1932	All funds of approximately \$8,000.00 expended some services offered at reduced rates (M. Hall).	\$ 8,000.00
1930		\$ 8,000.00
1932		\$ 8,000.00
1930-1932		
1930-1931		\$ 8,936.81
1931-1932		\$ 8,775.00
1932-1934		
1932-1933		\$ 8,046.32
1933-1934		\$ 10,020.19
1934-1936		
1934-1935	Includes contributions of \$2,663.63.	\$ 11,738.88
1935-1936	Includes contributions of \$2,968.15	\$ 13,702.39
1936-1938		
1936-1937	Includes contributions of \$2,368.23	\$ 20,283.78
1937-1938		\$ 20,000.00
1938-1940		
1938-1939		\$ 20,022.50
1939-1940		\$ 20,000.00
1940-1942		
1940-1941		\$ 20,012.50
1941-1942		\$ 20,000.00

Table 9--Continued

Years	Expenditures
1942-1944	
1942-1943	\$ 20,000.00
1943-1944	\$ 19,773.14
1944-1946	
1944-1945	\$ 48,308.53
1945-1946	\$ 79,559.59
1946-1948	
1946-1947	\$ 105,201.94
1947-1948	\$ 156,202.99
1948-1950	
1948-1949	\$ 206,333.26
1949-1950	\$ 143,235.20
1950-1952	
1950-1951	\$ 117,431.51
1951-1952	\$ 136,910.25
1952-1954	
1952-1953	\$ 180,551.06
1953-1954	\$ 135,243.39
1954-1956	
1954-1955	\$ 180,157.42
1955-1956	\$ 173,102.94
1956-1958	
1956-1957	\$ 277,799.79
1957-1958	\$ 257,429.45
1958-1960	
1958-1959	\$ 299,583.10
1959-1960	\$ 305,178.75
1960-1962	
1960-1961	\$ 455,772.11
1961-1962	\$ 387,898.63
1962-1964	
1962-1963	\$ 503,515.40
1963-1964	\$ 497,873.97
1964-1966	
1964-1965	\$ 652,078.10
1965-1966	\$ 808,560.25

Table 9--Continued

Years	Expenditures
1966-1968	
1966-1967	\$1,250,311.77
1967-1968	\$1,726,620.63
1968-1970	
1968-1969	\$2,353,174.15
1969-1970	\$3,289,936.71
1970-1972	
1970-1971	\$4,369,320.16
1971-1972	\$4,463,946.18
1972-1974	
1972-1973	\$4,814,497.29
1973-1974	\$5,715,229.66

CHAPTER IV

SUMMARY, DISCUSSION, AND RECOMMENDATION

From the time of the passage of the national Rehabilitation Act in 1920, Utah has been thoroughly involved in the VR movement. Utah was one of the first five states to pass enabling legislation to comply with the national act. Utah has been aggressive and innovative in its efforts to serve the people of this State under the provisions of the Rehabilitation Act. Utah experienced problems with a relatively small population, a large land area, a scattered and isolated population, and an economy often limited in its variety of employment opportunities. In spite of problems of this type Utah's VR accomplishments have compared favorably on a national basis with regards to its funding efforts, number of people served, number of people successfully rehabilitated, services offered, staff qualifications, cost per rehabilitant, and innovative programs initiated.

Based on passed performances it is felt that Utah will continue to be aggressive in the VR program. The State obviously recognizes not only the advantages of VR to the individual but also to the State: larger productive work force, smaller welfare and unemployment rolls, and the economic impact of the large federal matching funds.

The VRS program is presently designed to include all individuals having a substantial handicap to employment. It is felt that the DRS will continue to work to provide services and to meet the needs of

the handicapped. I am confident that if new areas of need are recognized, efforts will be made to modify the program to meet these needs.

I can foresee the possibility of some difficulty arising in the State of Utah if the program should expand to include certain social problems which may be considered moral issues. Some of these problems could include areas of family planning, sex education, abortion, certain facets of equal rights, and other problems that may become issues in the future. These problems are presently in the domain of other agencies but it is possible they could become tied to the rehabilitation program and likely would become a point of contention in the State.

One must consider the possibilities on the national level also. National policy toward the aforementioned controversial issues appears somewhat opposite to some of the strong feelings prevalent in the State of Utah. This situation could lead to problems in Utah concerning the rehabilitation program. On the national scale much of the excitement for bigger and better programs has been lost as evidenced by the lack of new legislation. It does appear that services and funding are sufficient for the needs of the handicapped and the days of constant growth and change have past. The need may be in maintaining its high level of performance with the ability to change when necessary. Probably the greatest danger to the program at this time would occur on the national level with a spiraling inflation rate, deficit spending, demands to cut federal spending, and changing priorities for spending. While it is doubtful that any large number

of elected officials would openly advocate reduction in the rehabilitation program, it is very possible that funding could be directed to different and perhaps more popular programs. Rehabilitation would suffer from either reduced funding or reduced purchasing power of the dollar due to inflation. It is hoped that Congress will continue to see the value of the rehabilitation program and provide funds at a rate equal to the present high level of operation.

Information for compiling this thesis was extremely difficult to secure. Information from the DRS seemed to be mainly the private collection of individual staff members. Securing information from the DRS and the Utah State Board of Education was further complicated by the fact that they have lost their lease in the University Club Building and they were awaiting completion of a new office building and in the interim most of their resources were stored and unavailable. It is difficult to determine how much more material would have been available had this condition not existed. Biennial reports were available only through the years 1921 to 1945 in the Department of Archives at the Utah State Capitol. The Utah State Library in Salt Lake City offered very little material. The Marriott Library at the University of Utah provided the most material of that required.

It is hoped that a greater effort will be made by various state agencies to secure and catalogue historical state information in order that it will be available to future generations.

One suggestion that I would like to make for future research in the field of rehabilitation would be to seek out individuals who were personally involved in the early history and development of Utah's

rehabilitation program. Many of these individuals are still living and a direct and valuable source of information, but speed is essential for a project of this type since many are retired and with the passage of time their personal knowledge may pass from the scene with them.

REFERENCES

- Brown, D. Study of Vocational Rehabilitation Services for the Visually Handicapped. Unpublished master's thesis, University of Utah, 1974.
- Division of Rehabilitation Services. Annual report. Salt Lake City, Utah: Utah State Board for Vocational Education, Division of Rehabilitation Services, 1974.
- Duncan, G. B. A Follow-Up Survey of Clients Rehabilitated in the Cedar City District in 1970. Unpublished master's thesis, University of Nevada, 1972.
- Federal Social Security Act. Statutes at Large. 1935, 49, 620.
- Publication of the Inservice Counselor Training Project for Vocational Rehabilitation Counselors in Arkansas. Legislative, Regulations and Administrative Processes in the Vocational Rehabilitation Program. 1957, 2, 1.
- U. S. Department of Health, Education, and Welfare, Division of Statistics and Studies. Statistical history federal-state program of vocational rehabilitation, 1920-1969. Washington, D. C.: U. S. Government Printing Office, 1970.
- Utah, Department of Finance. Report of fiscal operations, 1942-1974.
- Utah, State Board of Education Minutes. October 5, 1920.
- Utah, State Board of Education Minutes. January 3, 1921, 362.
- Utah, Superintendent of Public Instruction. Biennial report 14th to 40th, 1920-1973.
- Utah, Vocational Rehabilitation Act, Utah Code. 1957, 339.
- Utah, Vocational Rehabilitation of Disabled Persons Act. Laws of Utah. 1921, 286.
- Utah, Vocational Rehabilitation of Disabled Persons Act. Revised Statutes. 1933, 800.
- Utah, Vocational Rehabilitation Services. Comprehensive Statewide Planning Project for Vocational Rehabilitation Services, Final Report. 1968, 4, iv.

Vocational Rehabilitation Act (Fess-Kenyon Act). Statutes at Large.
1920, 41, 735.

Vocational Rehabilitation Amendment Act (Amendment of 1943 to the
Vocational Rehabilitation Act). Statutes at Large. 1943, 57,
374.

Vocational Rehabilitation Amendment Act (Randolph-Shepperd Act). Sta-
tutes at Large. 1936, 49, 1559.

Vocational Rehabilitation Amendment Act. Statutes at Large. 1954, 68,
652.

Vocational Rehabilitation Amendment Act. Statutes at Large. 1965,
79, 1282.

Vocational Rehabilitation Amendment Act. Statutes at Large. 1967,
81, 250.

Vocational Rehabilitation Amendment Act. Statutes at Large. 1968,
82, 297.

Vocational Rehabilitation of the Physically Handicapped. Vocational
Rehabilitation Bulletin, 1936, 190, 3.